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CITY OF GARDEN GROVE
GENERAL PLAN

HOUSING ELEMENT

City planning
Housing
Garden Grove
" "

CITY OF GARDEN GROVE
GENERAL PLAN

HOUSING ELEMENT

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Preface

On June 25, 1974 the Garden Grove City Council adopted the Housing Element of the City's General Plan. The Housing Element is designed to prevent older homes from deteriorating into slums and to provide dwellings for all City residents. The Housing Element is intended to be an extension of the Growth Policy Element, adopted December 5, 1972, which established a broad base upon which the Housing Element and the other Elements could expand.

Prepared by the
Urban Development Department
City of Garden Grove
11391 Acacia Parkway
Garden Grove, CA 92640

RESOLUTION NO. 2720

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF GARDEN GROVE RECOMMENDING APPROVAL OF THE HOUSING ELEMENT OF THE GENERAL PLAN.

WHEREAS, On June 13, 1972, the City Council of the City of Garden Grove directed beginning a systematic update of the City's General Plan; and

WHEREAS, Government Code Section 65302 requires each city to adopt a Housing Element of the General Plan; and

WHEREAS, Garden Grove Municipal Code Section 2.24.100 provides in part that the Planning Commission shall develop and maintain the comprehensive General Plan for the City consistent with good environmental, economic, and social planning practices and shall develop plans, policies, and standards for the comprehensive planning, regulation, and development of land uses consistent with the goals of the City; and

WHEREAS, the Environmental Impact Report was reviewed concurrently with the proposed Housing Element and it indicated that the adoption of the proposed Housing Element would result in no adverse environmental effects; and

WHEREAS, on June 3, 1974, the Planning Commission did review and consider the proposed Housing Element of the General Plan dated May 23, 1974, and did recommend certain modifications; and

WHEREAS, the revised Housing Element dated June 3, 1974, reflects the recommended modifications; and

WHEREAS, in the matter of the proposed Housing Element of the Garden Grove General Plan, the Planning Commission of the City of Garden Grove does report as follows:

1. The subject case was initiated by the City of Garden Grove pursuant to Government Code Section 65350 et seq.

2. The applicant requests a review of the proposed Housing Element and a recommendation concerning its adoption.

3. Pursuant to legal notice, a public hearing was held on the subject proposal and accompanying Environmental Impact Report, and all interested persons were given an opportunity to be heard.

4. The Planning Commission gave due date and careful consideration to the matter during their meetings of May 23, 1974, and June 3, 1974; and

WHEREAS, facts and reasons supporting the conclusions of the Planning Commission as required under Municipal Code Section 9220.4 are as follows:

1. The proposed Housing Element of the General Plan complies with the State law regarding housing elements in that it incorporates suggestions outlined in the General Plan Guidelines published by the California Council on Intergovernmental Relations of September 1973. Said suggestions relate to goals and methodology.

2. The proposed Housing Element recognizes that the City has always been concerned with housing for its citizens by outlining existing programs which attempt to help attain the stated housing goals.

3. The proposed Housing Element provides for implementation by setting forth broad recommendations which can be refined into those specific programs which are the most feasible and desirable for goal

accomplishment, as well as incorporate pertinent features of the Growth Policy and Land Use Elements.

4. The proposed Housing Element covers all aspects of housing in that it addresses itself to the total housing environment, rather than just the physical structures; and

WHEREAS, the Planning Commission does conclude:

1. That the proposed Housing Element of the General Plan provides sound planning principles to assure attention to those factors which will best solve the housing needs of Garden Grove.

2. That the proposed Housing Element of the General Plan generally reflects the needs, desires, and aspirations of the citizens of Garden Grove.

3. That the proposed Housing Element of the General Plan does possess characteristics which would justify approval;

NOW, THEREFORE, BE IT RESOLVED that the Planning Commission of the City of Garden Grove does hereby recommend to the City Council that the proposed Housing Element of the General Plan dated June 3, 1974, be approved and adopted.

ADOPTED this 3rd day of June, 1974.

/s/ KENNETH H. SLIMMER
CHAIRMAN

I HEREBY CERTIFY that the foregoing resolution was duly adopted at the Adjourned Regular Meeting of the Planning Commission of the City of Garden Grove held on June 3, 1974, and carried by the following vote:

AYES:	COMMISSIONERS:	JENNINGS, PETROSINE, SHELSTAD, SLIMMER
NOES:	COMMISSIONERS:	NONE
ABSENT:	COMMISSIONERS:	FINCH, MC NAMARA, PEET

/s/ NORENE SHERRARD
CLERK OF THE PLANNING AGENCY

RESOLUTION NO. 4594-74

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF GARDEN GROVE ADOPTING THE HOUSING ELEMENT OF THE CITY OF GARDEN GROVE GENERAL PLAN AND ACCOMPANYING ENVIRONMENTAL IMPACT REPORT.

WHEREAS, on June 13, 1972, the City Council of the City of Garden Grove directed beginning a systematic update of the City's General Plan; and

WHEREAS, Government Code Section 65302 requires each city to adopt a Housing Element of the General Plan; and

WHEREAS, Garden Grove Municipal Code Section 2.24.100 provides in part that the Planning Commission shall develop and maintain the comprehensive General Plan for the City consistent with good environmental, economic, and social planning practices and shall develop plans, policies, and standards for the comprehensive planning, regulation, and development of land uses consistent with the goals of the City; and

WHEREAS, on May 23, 1974, and June 3, 1974, the Planning Commission did review the proposed Housing Element of the General Plan and accompanying Environmental Impact Report; and

WHEREAS, after due consideration the Planning Commission recommended approval of the proposed Housing Element and Environmental Impact Report and adopted Planning Commission Resolution No. 2720 with specific facts and reasons supporting their conclusions as required by Municipal Code Section 9220.4; and

WHEREAS, on June 20, 1974, the City Council did review and consider the proposed Housing Element dated June 3, 1974, and accompanying Environmental Impact Report dated May 17, 1974, and did recommend certain modifications; and

WHEREAS, the revised Housing Element and Environmental Impact Report, both dated June 20, 1974, reflect the recommended modifications.

NOW, THEREFORE BE IT RESOLVED that the City Council of the City of Garden Grove does hereby adopt the proposed Housing Element of the General Plan and accompanying Environmental Impact Report both dated June 20, 1974, for the reasons stated in Resolution No. 2720 of the City of Garden Grove Planning Commission which are all specifically incorporated herein by reference.

ADOPTED this 25th day of June, 1974.

/s/ ELERTH S. ERICKSON
MAYOR PRO TEM

ATTEST:

/s/ RUBY K. SILVA
CITY CLERK

STATE OF CALIFORNIA)
COUNTY OF ORANGE) SS:
CITY OF GARDEN GROVE)

I, RUBY K. SILVA, City Clerk of the City of Garden Grove, do hereby certify that the foregoing Resolution was duly adopted by the Council of the City of Garden Grove, California, at a regular meeting thereof held on the 25th day of June, 1974, by the following vote:

AYES: COUNCILMEN: BARR, KRIEGER, ERICKSON
NOES: COUNCILMEN: NONE
ABSENT: COUNCILMEN: DONOVAN, ADAMS

/s/ RUBY K. SILVA
CITY CLERK

INTRODUCTION AND BACKGROUND

The stage was set by the National Housing Act of 1949. Housing was officially recognized as an item of nationwide concern and a goal was set forth which was to take care of the nation's housing needs by 1980. In 1968, the Urban Development Act made the nation aware that the grand goal of 1949 was not on schedule nor even entirely accurate as to either what the problem was or its magnitude. Twenty-six million more housing units were needed by 1978 just to catch up.

Housing has come to mean more than a single family dwelling for each family; rather, it has come to mean a whole environment. The following quotation from an article by Randall W. Scott in the October 1973 **HUD Challenge** points up the concerns of a total housing environment.

> *We are learning that housing, if placed in the proper context, means far more than shelter and its attendant physical facilities; it includes:*
>
> *Man's functioning and social well being; a living environment designed to take into account social, recreational, ecological, and safety factors; location in proximity to employment centers, with convenient, inexpensive, and efficient transportation; availability of adequate educational facilities; provision of municipal services on an equal basis; easy access to commercial areas; the right to live in the type of housing desired, without unreasonable restrictions imposed on the supply of such units; equality of opportunity, such that an individual's income level or race does not automatically preclude him from seeking or obtaining the housing that he needs in the community he chooses.*

Also, equal opportunity for housing for all people has become a burning issue, especially since inflation has priced many people out of the ownership market. Increasing numbers of rental units have been helpful in providing housing, although not on an ownership basis.

The City of Garden Grove, in developing a Housing Element, is concerned with the same issues being faced by all communities, but there are local conditions which require specific attention. The framework for the City's approach has been outlined in the Growth Policy Element and the Land Use Element of the General Plan. The Housing Element will serve to further the implementation of those Elements. The Growth Policy Element, as adopted by the Garden Grove City Council, includes the following comments:

> *The City of Garden Grove with a 1972 land area of 17.4 square miles is nearly 90% developed. Unlike the region and the county, Garden Grove is not faced with potential large population increases or development of vast areas of vacant land. Rather, the problems and issues of the City lie in the areas of quality of life, quality of the environment, and in the social economic development of a maturing community. As a result, redevelopment or recycling of existing land uses will be a major consideration for Garden Grove in the years ahead.*
>
> *An even more significant long-range problem can be anticipated as the many existing single family residential areas, mostly built during the short span of the 1950's and 1960's, deteriorate to a point where it may become economically feasible to redevelop them to an equal or greater density of housing or possibly even another land use.*
>
> *With the amount of vacant land available for development continually decreasing there will be increasing*

pressures for recycling of existing underproductive land uses. The Community Center District was established to accomplish this in the older City Center where conversion of small residential lots into more productive and intensive uses is planned.

Thus, particular attention in the Garden Grove Housing Element must be paid to the areas of home maintenance and improvement, rehabilitation, and recycling, in order that the housing environment in Garden Grove will be maintained as one in which all of the City's residents can take pride and find fulfillment of their housing needs.

This Element consists of a statement of Garden Grove housing goals, a discussion of existing programs which are attempting to meet these goals, possible expansion of existing programs or addition of new programs, constraints and limitations which impede goal accomplishment, and a summary of recommendations. As used in this Element, the term "substandard" refers to housing which does not comply with the structural and safety requirements of the latest adopted edition of the Uniform Housing Code. The term "nonconforming" would apply to housing which does not conform with the section of the Garden Grove Municipal Code dealing with zoning and development standards. Such items as building setbacks, lack of garages, or sizes of lots and units would be included under this term. These items relate to site requirements rather than structural components or condition of buildings.

Goals

Housing goals have been established at every governmental level. Those affecting Garden Grove include:

A. National
Housing Act of 1949.

A decent home and a suitable living environment for every American family.

B. State
California Government Code Section 65302(c).

The General Plan shall include "a housing element, to be developed pursuant to regulations established under Section 37041 of the Health & Safety Code, consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing. This element of the plan shall make adequate provision for the housing needs of all economic segments of the community."

C. County
County of Orange Preliminary Housing Element.

A supply of dwellings with a variety in cost, design, type and location which provides for the fulfillment of housing needs for all residents of the County.

D. Garden Grove

Garden Grove can use these goals as a starting point from which to establish its own goals, but they must be expanded to include problems found in Garden Grove as well as the entire housing environment. Also, housing goals must take into consideration the critical goals and policies outlined in the Growth Policy and Land Use Elements.

Goals related to the housing environment as adopted into the Growth Policy are for the purpose of developing the following:

1. *Opportunity for all residents of the City of Garden Grove, regardless of economic status, race, creed, color, or place of residence, to express their personal feelings and desires, to pursue the religion of their choice, to participate in their own way of life and to enjoy all of their constitutional rights.*

2. *A choice of residential densities and neighborhoods, where the individual may develop a sense*

of identity and belonging, satisfy physical and economic residential needs, and live according to the life-style of his choice.

3. *A safe and secure environment for every resident of the City while at work, at home, or at any other location within Garden Grove.*

4. *A supply of housing that varies in cost, design, type and location and that will meet the housing needs of every resident of the City.*

Garden Grove Housing Goals

After taking all of the foregoing national, state, county, and city goals and policies into consideration, it is felt that the following housing goals are most appropriate. These goals are by design, general in nature, but each goal contains various components which are detailed in the text which follows. The intent is that the City provide the atmosphere which would result in the ultimate accomplishments as specified in the goals. The main force behind accomplishing the goals will be a willing and cooperative spirit among the citizens of the community and private investment and development interests. With this in mind, the goals of this Housing Element shall be as follows:

1. Provide a total supply of housing of varying costs, designs, types and locations that will meet the housing needs of all the citizens of Garden Grove.

2. Upgrade substandard housing, nonconforming uses in residential neighborhoods, and minimize future deterioration.

3. Provide adequate public residential support services and facilities such as streets, sidewalks, and parkways, for all areas of the residential community, including maintenance of said facilities.

4. Establish and maintain continuing communication programs and coordination linkages in order to inform the City's present and future residents of available housing-related programs.

5. Develop pride in housing and neighborhoods within the City.

CURRENT GOAL ACHIEVEMENT PROGRAMS

The housing goals as previously listed have for the most part been recognized by the City. These areas of concern have been considered for and have resulted in the creation of ongoing programs in the City which will help achieve the goals. An analysis of these programs as they relate to the goals follows:

Goal 1

Provide a total supply of housing at varying costs, designs, types, and locations that will meet the housing needs of the citizens of Garden Grove.

1. **Providing residential zones for varying housing densities:**
   The Garden Grove Municipal Code provides for residential zones which will permit densities ranging from one unit per 6,000 square feet to one unit per 1,200 square feet. This adequately allows for any reasonable type of housing, including single family dwellings, high density apartments, and condominiums. The Planned Unit Development (PUD) zone may be used to provide unique residential proposals, such as those involving mixed uses, design innovation, or odd-shaped parcels, and which would not otherwise be permitted under codified residential zoning requirements.

2. **Permitting varying housing types within the residential zones:**
   Garden Grove permits single family dwellings; duplexes; triplexes; fourplexes; apartments, such as garden types, low rise, and high rise; airspace condominiums; townhouses; mobile homes, and has a special ordinance to permit conversion of existing apartments to air space condominiums. This mix of permitted housing types combined with the variety of permitted densities, provides a basis from which a maximum of diversification can be provided for housing in the City.

3. **Requiring development standards which encourage a pleasing total living environment:**
   All proposed residential construction, with the exception of two or less contiguous single family dwellings, is reviewed by either the Zoning Administrator, or, when a change of zone is involved, by the Planning Commission. The proposed development is analyzed to determine adequate parking, circulation, access, relation to public facilities and public service requirements, and design compatibility. Also considered are proximity to schools, parks, and fire fighting facilities, as well as adequacy of streets adjoining the proposed development. A change of zone request would also involve consideration of the effect of the rezone on adjacent and surrounding properties and compliance with the Land Use Element of the General Plan.

4. **Supporting the availability and adequacy of housing for all citizens of Garden Grove:**
   Since 1971, the City has supported and approved 166 units of rental and 128 units of ownership housing financed under Sections 235 and 236. The City applied the same development standards to these projects as it does to all housing developments, resulting in the inclusion of such amenities as swimming pools, tot lots, balconies, patios and other similar design features. None of the projects found it necessary to seek higher densities to justify these features. In addition, a 13-story senior citizen's housing facility has been approved. Unfortunately, construction has been delayed because of the adjustments in financing being considered by the federal government.

5. **Providing efficient relocation assistance for families displaced because of public acquisition of property:**
   The City currently has a Relocation Office, which provides

relocation advisory assistance and a relocation payments program. The advisory assistance includes information on rentals, interest rates, and available low income housing and repossessed homes. Relocation payments, where appropriate, include moving expenses, replacement housing differential, rental differential, down payments, and escrow, recording, and title insurance premium payments. Further information on this program can be found in the City's "Relocation Services for Homeowners and Tenants" publication of April 24, 1973, relating to public acquisitions.

6. **Establishing and maintaining efficient and effective services for developers and residents:**
All activities related to obtaining building permits as well as general questions concerning development are handled through the City's Development Services Department. Here, developers, contractors, and the general public can obtain information concerning residential as well as commercial and industrial development at a one-stop public counter. This system is designed to bring the experts in building, zoning, engineering, and public works to the customer to seek them out in different offices throughout the City Hall. This encourages residents to come to City Hall to discover the services available, especially for home improvement, as will be discussed later.

7. **Incorporating the housing policies of the Growth Policy Element and the objectives and principles of residential land use planning of the Land Use Element.**
These policies and objectives apply to several of the stated City housing goals. Housing policies as detailed in the Growth Policy included the following points:

   (1) Existing programs which help to conserve existing neighborhoods should be continued.

   (2) Taxing policies should be revised so as to serve as an incentive for upgrading residential properties.

   (3) Housing policies should be such as to provide for the housing needs of all of the citizens of Garden Grove.

   (4) Every effort should be made to retain the character of existing residential areas by maintaining existing residential density categories.

Objectives and principles relating to residential land use planning as stated in the Land Use Element are as follows:

The primary objective in planning residential land uses is to provide for and maintain a safe, pleasing, and attractive living environment for all Garden Grove residents. This objective can be implemented by consistently pursuing the following development principles.

A. Promote the development in a wide variety of single and multiple family dwelling unit types which will complement the proposed land use and meet the housing needs of:

   1. Families of all sizes, incomes, and age groups.

   2. Persons expected to be employed in the city as a result of future industrial and commercial growth.

B. Promote the development and redevelopment of attractive residential areas through the application of appropriate site development standards.

C. Except under extraordinary conditions, every attempt should be made to conserve and rehabilitate substandard residential units prior to the consideration of redeveloping or recycling the residential land to a higher density.

D. Approach the recycling of land use with caution so as to keep the net effect of city-wide land use density consistent with the community environmental goals.

E. When it becomes apparent that the most appropriate solution to a residential land use problem is recycling of that

property, careful evaluation should be made to determine whether or not the property should be recycled within the same residential categories, such as low density, should be retained whenever economically practical.

F. *The recycling of residential land to some other use should be considered only when:*

1. *To retain the land for residential use would be detrimental to existing productive land uses adjacent to the subject property.*

2. *There would be little incentive to recycle the property with a residential use.*

3. *Recycling the property to another use would supply a greater service to the community.*

4. *As existing residential land, it would provide poor health and safety conditions to the residents.*

G. *Systematically review and revise, when appropriate, City codes and policies to insure a continued quality of development.*

H. *Insure the protection of residential areas from non-complementary uses such as commercial or industrial developments. If such a situation does present itself, appropriate buffers should be included to protect both uses.*

I. *Street systems serving residential areas should be designed to discourage use by through or non-local traffic, at the same time providing all residential areas with ample access to main transportation thoroughfares, public safety facilities, public utilities and all other community services.*

J. *Require that future residential developments built adjacent to arterial highways be oriented away and screened from the highway through the use of visual and sound buffers.*

K. *Where it is consistent with the Land Use Element, promote the preservation of existing residential developments where the structures face an arterial highway by providing for the use of visual and sound buffering techniques.*

L. *Where it is consistent with the Land Use Element, encourage the retention of residential areas by restricting the conversion of single-family homes to a higher density or to other non-complementary uses.*

M. *Designate multiple-family housing in those areas that provide close proximity to work areas, commercial centers, and arterial highways thereby offering convenience to residents while reducing traffic movement.*

N. *Provide for the enhancement of the environmental characteristics of apartment dwellings by locating sites adjacent to such uses as public and private open space.*

O. *By use of incentives, provide additional assistance to developers who intent to recycle residential areas in a manner consistent with sound planning principles.*

The Land Use Element has attempted to concentrate commercial uses into large areas at major intersections, while filling in the areas between with varying residential densities. This will provide housing convenient to commercial areas for shopping and employment. Existing industrial areas are currently in close proximity to varying types of housing.

Goal 2

Upgrade substandard housing, nonconforming uses in residential neighborhoods, and minimize future deterioration.

1. **Inspecting residential properties for compliance with appropriate building and zoning code requirements:**
The building inspection and zoning enforcement functions currently are sources of information on locations of sub-

standard housing and nonconforming sites in order to minimize further deterioration. In addition, existing deteriorated dwellings which are referred to the Development Services Department are required to be repaired or removed. The program can be improved, as discussed in the section on Future Programs.

2. **Maintaining public facilities on a continuous basis:**
The City has maintenance programs for all public facilities, such as parks and parkways including parkway trees and provides services such as tree trimming, street sweeping, street repair, reflective street name signs, storm drainage, and police and fire protection. These services are provided in most cities and are very important considerations in providing a total housing environment. The quality of these services can play a vital part in the quality of life in residential areas. Garden Grove is pledged to providing the maximum service level possible at all times, but has problems in raising this service level because of lack of tax base. For instance, Garden Grove has many residents who work and shop outside of the City, which reduces sales tax revenue and prevents service levels from being as high as would be desirable. The tax base expansion program will hopefully help reverse this situation.

Goal 3

Provide adequate public residential support services and facilities for all areas of the residential community, including maintenance of said facilities.

1. **Improving existing water system facilities:**
The City Water Department is currently engaged in a program to up-grade existing water facilities. This program involves replacing all galvanized pipe with plastic (PVC) water lines, and the most critical areas (approximately 10,000 services out of 16,000) will be replaced by 1980. The water supply system has already been proven adequate to serve the City and since no major city boundary changes are foreseen, water service should not be a problem in the future.

2. **Maintaining existing public improvements:**
Tree trimming, sidewalk and parkway maintenance, park maintenance, and street sweeping are scheduled for maintenance at the maximum service level possible. This established scheduling will assure maintenance of the public portion of the housing environment.

3. **Designing public facilities:**
Street improvement programs, street light installation, and drainage facilities are designed and coordinated for the future growth of the City through the Development Services Department. Again, schedules and priorities are developed and maintained at the maximum benefit level possible to improve the access and convenience to residential areas. The Conservation Element elaborates on sewer and drainage plans for the City.

4. **Providing public safety services:**
Efficient police and fire services help to maintain the security of residential areas, and are provided at a high level in Garden Grove. They deserve mention here as a part of the total housing environment, because they play a major role in the safety and security of residential areas.

5. **Determining education needs:**
Local school districts have located schools in existing residential areas and they are adequate to serve existing and future housing since City boundaries will not expand significantly. Different grade levels may fluctuate in attendance, possibly requiring portable buildings to be moved to help with overcrowding, but there are enough total schools to serve the City's residents. The Land Use Element does not propose major changes in the location of housing, so in the future the new construction and recycling should not seriously affect the schools. A major future concern may be that there are too many schools since family sizes

are decreasing and elementary school attendance is declining.

Goal 4

Establish and maintain continuing communication programs and coordination linkages in order to inform the City's present and future residents of available housing-related programs.

1. **Providing information at a central location in City Hall:**
   An information center has been located at the entrance to City Hall for distribution of City publications, bus route folders, and other general information. At this time, people wishing specific information on housing projects, whether under construction or in the planning stages, are referred to the Development Services Department. The functions of the information center can be easily expanded to provide better housing information service as discussed in Section III of this Element.

2. **Giving citizens the opportunity to seek advise for housing-related concerns over which the City has no control:**
   Such concerns as rent being charged, discrimination in renting, or other housing practices regulated on a county level, can be discussed with a representative of the Orange County Consumer Affairs office, who spends one day each week in the information center at City Hall and can offer advice on these issues as well as other consumer-related concerns.

3. **Employing a specialist in the field of home improvements:**
   The City has designated a Home Improvement Coordinator whose function is to respond to home owner inspection requests pertaining to residential alterations. A part of his responsibility is to suggest improvements which will lead to reducing problems and misunderstandings between the public and City staff.

4. **Providing a Method of Appealing Building Code Violation Notices.**
   There is an Administrative Board of Appeals which is made up of local businessmen from the building industry and which hears appeals from residents who feel that they have justification for relief from building code violation notices.

5. **Keeping the building and zoning staff informed about current programs:**
   In addition to investigating complaints and inspecting work under construction, the inspection staff is prepared to answer questions for residents or at least be able to tell them where to direct the questions. Many times a citizens' first or only contact with the City is through these employees in the field, and Garden Grove wishes to convey through these people its philosophy of helpfulness and communication to the citizens of the community.

6. **Allowing for citizen input regarding new developments prior to public hearings:**
   The City conducts City Hall to the People neighborhood meetings where significant developments are being proposed. This allows the developer and residents to discuss the proposed development in a relaxed, informal setting. Such meetings have been scheduled and conducted by City Staff members and have also been initiated by developers with staff encouragement.

7. **Providing information to encourage home improvements:**
   The Development Services Department publishes a Home Improvement pamphlet which is designed to give tips to home owners concerning home additions or upgrading, including information on when permits are required, fees, plumbing and electrical requirements, and inspections. This will be expanded to include other areas relating to residential upgrading.

8. **A City-sponsored contest to select the best homes in the City:**
   The Garden Grove Gorgeous program is a contest to choose and publicize those individual homes in the city which are outstanding in their appearance and maintenance. This program has been well received by the City's residents.

Goal 5

Develop pride in housing and neighborhoods within the City.

1. **Expanding the City's tax base:**
   The City of Garden Grove is 90% developed. Of this 90%, 52% is devoted to housing. Because of the low percentage of the type of business and industry which provides substantial employment, the City for the past several years has been aggressively seeking new commerce and industry in order to reverse the trend. This expansion of tax base will also help improve tax revenue in order that service levels to the community can be maintained. A more detailed discussion of tax base expansion concept can be found in the "Economic Analysis and Implementation Study for the City of Garden Grove" published by Development Research Associates in 1967.

2. **Encouraging a variety of employment opportunities within the community:**
   A significant segment (14%) of the Garden Grove population is employed by governmental agencies, most of which are located in adjoining cities. It would be difficult to bring this type of employment to Garden Grove, but the City has encouraged the location of field offices of the County Welfare Department, the State Employment Development Department, and Orange County Transit District facilities. The Community Center area is designed to provide space for residential, commercial, and office, and industrial uses. Good quality office and financial employment are necessary to provide a balance with commercial and industrial employment.

   The Central Industrial District has developed with a variety of industrial uses which have greatly improved this type of employment opportunity in the city. In addition, good quality commercial development is continually sought and encouraged.

FUTURE GOAL ACHIEVEMENT PROGRAMS

Since there are already existing implementation programs to accomplish the housing goals of the community, as discussed previously, this section is devoted to recommending further steps which may be taken and additional programs which should be considered.

Goal 1

Provide a total supply of housing of varying costs, designs, types, and locations that will meet the housing needs of the citizens of Garden Grove.

1. The "Man in Washington" program can be advantageously used to assist in finding available funds which will help the City accomplish its housing goals. Even though any applications have to be made through local offices, the "Man in Washington" could learn of new and pending programs in advance of local offices.

2. Another newly created program is the Orange County Housing Authority, which is attempting to enlist the cooperation of the cities within Orange County in seeking funds from HUD to provide alternate housing choices in the County. The initial program will be to seek funds with which to lease about 1,000 housing units from their owners and in turn sub-lease them to families who would be charged a maximum of one-fourth of their annual income. Federal funds would be used to make up the difference. This initial program will not cost the cities a significant amount in the way of financial or staff support, and may provide an opportunity to benefit some of the families in Garden Grove. Additionally, it could provide a common basis for the cities within Orange County to work together to formulate further plans for alternate housing choices. Investigation of this program or establishment of a Garden Grove Housing Authority may be warranted. A local housing authority would have the advantage of being able to concentrate on Garden Grove housing and coordinate with the neighborhood conservation program.

3. The City of Garden Grove could support the current federal administration proposal of direct payments to families which they could apply to the housing of their choice, rather than subsidizing interest on construction loans or subsidizing rental payments as was the policy under the old Section 235 and 236 programs.

4. The City, through every means possible, should support a restructuring of assessment policies at the local level so that home owners will no longer be penalized in the form of higher taxes if they upgrade or improve their homes, but would be penalized for causing the deterioration of the property. Such things as room additions increase the value of the homes and also result in higher taxes, which may act as a deterrent to making the additions or improvements.

5. Actively participating with the Orange County Transit District in developing mass transit plans is another way for Garden Grove to assure that its housing situation is adequately recognized and that the residents are served with convenient transport to local work and shopping areas as well as to other parts of the County.

6. Some eastern states have initiated a program for elderly homeowners which has the effect of making them exempt from payment of property taxes during the remainder of their lives. In order for the lost taxes to be recouped at a later time, the elderly, at their own option, can enter into an agreement which uses the eventual proceeds from the

sale of the house to satisfy the exempted tax payments. Any excess would be returned to the estate, and if the sale did not equal the amount of exempted taxes, the balance would not be collected from the estate, but would be forgiven. Innovative programs such as this should be investigated to determine their applicability to the local situation.

Goal 2

Upgrade substandard housing, nonconforming uses in residential neighborhoods, and minimize future deterioration.

1. Existing codes and ordinances could be more actively enforced to aid in upgrading and preservation of neighborhoods. If property owners disagree with citations which may result, existing avenues of appeal are available, such as the Board of Appeals and the City Council. It must be recognized that initiation of such a program may require a larger staff, the cost of which must be balanced against the benefits to be gained.

2. The City could work for and support new legislation to require elimination of all nonconforming uses from residential areas. This would help minimize future residential deterioration.

3. A Neighborhood Conservation Program, emphasizing upgrading and maintaining whole neighborhoods instead of just individual houses has been proposed. Some of the elements of a possible pilot program could be as follows:

   A. **Community Support and Involvement**
   The most important ingredient to guarantee the success in a Pilot Program of this type is to achieve widespread community support. Participation and assistance from various professional groups would be an important element. Local architects and landscape architects could be requested to contribute their time and talents in the development of suggested plan details for building remodeling and additions, and landscape design ideas. Building materials supply companies could be invited to participate in this program and an arrangement may be possible whereby they could make available building materials at discount prices. Local contracting firms, as well as the Development Services staff could be asked to conduct "Do It Yourself" courses. Support and assistance could be sought from existing organizations, such as the Chamber of Commerce and other City organizations, a local Chapter of the National Association of Home Builders, and other professional building contracting organizations.

   B. **Public Improvements**
   Greater participation by the City in the areas of public improvements such as sidewalks, street improvements, tree root pruning, and installation of street lights could be explored. Possible involvement by the City in encouraging certain on-site improvements such as concrete driveways could be investigated.

   C. **Financing Methods**
   It is expected that some residents in this Pilot Program would be unwilling or unable to secure financing through ordinary means. Lending institutions could be requested to develop other attractive methods of financing.

   D. **Neighborhood Meetings**
   When staff preparation reaches the point where a Pilot Project neighborhood is to be selected, a series of neighborhood meetings could be held, at which time the purpose of the Pilot Program would be carefully explained and a step by step outline presented to the residents, setting forth all elements of the proposal and defining City government and Community roles in such a program. Should the response from these meetings prove favorable, the program planning shall be promptly developed and translated into an active project.

E. **Neighborhood Steering Committee**
A Neighborhood Steering Committee could be appointed. The Committee could be made up mostly of people residing in the neighborhood, supplemented by representatives from other organizations such as architectural and building contractor's groups. This committee could be responsible for giving direction and encouragement to the residents in the Pilot area. They could conduct regular meetings in liaison with a member or members of the City staff. The meetings could continue until implementation of the program has been achieved in all properties within the neighborhood.

F. **Neighborhood Conservation Coordinator**
The Neighborhood Conservation Coordinator would function as the major liaison member of the City Staff, working with the Neighborhood Steering Committee and the residents in the neighborhood. He would devote his energies to lending assistance, making suggestions, and promoting cooperation among residents whenever possible.

G. **Learning Process**
One of the major advantages of the Pilot Program is that considerable effort can be concentrated in a small area, and with careful planning, positive results should be obtained. Another advantage is that through the Pilot Program valuable experience will be gained, making the next project area that much easier to plan and implement. The Neighborhood Conservation Program is perhaps the single most important key to a successful housing program in Garden Grove. In order to assure its efficiency and effectiveness, information is needed which is not currently available, such as a detailed inventory of existing housing conditions. Also, a master information system which contains information about each individual lot, such as addresses, tract number, zoning, age, building permits issued, etc., is needed to make administrative functions more efficient. It is possible that such information could be collected with the help of a planning grant and this possibility should be pursued.

Goal 3

Provide adequate public residential support services and facilities for all areas of the residential community, including maintenance of said facilities.

1. Plans shall be formulated which will provide for the street improvement program to be expanded into residential areas. After the select system of streets is 80% improved, gas tax funds can be used for other streets. Since it may be as long as 1990 until the 80% completion point is reached, alternate ways should be studied which will start some residential street improvements much sooner. Perhaps as part of a neighborhood improvement effort assessments can be arranged which will allow the city to construct street improvements in a neighborhood and then have the costs included in the tax bills for a specified period until paid in full.

2. Street lighting is important in residential areas, but the concern for conserving energy may cause delays in providing them. From a safety standpoint, lighting in residential areas is extremely important, and every effort should be made to provide it, but presently the only method is by creating a special assessment district in a neighborhood. Past experience has shown that about 12 such requests are received by the City in a year's time and of these, only about four are successful, because a whole neighborhood must approve the special assessment. This is another subject which could be included in the neighborhood program.

3. Storm drains are much needed in the City, and although there is an ongoing effort to provide them, a system of priorities and an established plan for construction scheduling and funding has not been developed. Establishing such a system is essential in projecting future needs and assuring

construction in a timed sequence to best serve the community.

Goal 4

Establish and maintain continuing communications programs and coordination linkages in order to inform the City's present and future residents of available housing-related programs.

1. The City Hall information center can be equipped very easily to provide information on every new housing project in the City. This information can be cross-referenced by housing type and location and can include stage of completion, number of units, builder's name, prices, number of bedrooms, and any other pertinent data. In this way, people calling in person or on the phone can find out quickly what is available. The builders would be able to contribute by keeping the information center informed on sales progress and price changes. The Development Services Department would be responsible for providing the initial information on all new housing developments. This information system could be put into use immediately, and should be accompanied by publicity to the public and builders. The Orange County information office should be aware of this program so that calls concerning available housing in Garden Grove can be properly referred.

2. The County Consumer Affairs representative has been publicized as being in City Hall once each week, but no specific publicity was given to his ability to help with certain housing problems. Proper publicity may improve the function of this representative.

3. The implementation of the neighborhood improvement program must be accompanied by publicity and support from all of the City. Support by the City Council and the Planning Commission are essential. The information center would be involved, as would Development Services and Administrative Services, in keeping the public and the City staff informed.

4. Most homeowners work during the same hours that City Hall is open. This could discourage people from coming to City Hall to seek help for home improvements. Even though the public counter is kept open during the lunch hour, the people working outside the City would not have time to drive to City Hall, get their permits and information, have lunch, and return to work in an hour. Adopting more flexible hours for the public counter may provide the convenience which would encourage citizens to come to City Hall. If it were possible to stop on the way to or from work it would be much more convenient. A flexible hours arrangement for the public counter could be established by various means such as a ten-hour, four-day schedule for employees so that all five days were adequately covered, or a regular five-day week with scheduling of employees so that the counter would be adequately covered for the open hours. This proposal may involve additional staff and a cost/benefit analysis should be done.

5. Since some parts of the City are quite a distance from City Hall, it may be desirable to establish small offices in other areas of town which would provide convenience to the residents in the area. They could be located in neighborhood shopping centers and staffed during certain hours by City personnel who would give information and assistance. An alternative would be to locate the sub-office in a neighborhood fire station, thus saving rental expense in a neighborhood shopping center. Whichever alternative is chosen, the service level and convenience to the residents would be greatly increased.

6. Continuation of Home Improvement Pamphlet as well as its expansion to include landscaping ideas as well as advice on design, construction, and financing will boost this informational program.

- The Garden Grove Gorgeous program could be coordinated with or become a part of the overall neighborhood conservation program.

Goal 5

Develop pride in housing and neighborhoods within the City.

1. In addition to the tax base expansion program as discussed in Section II, the City should investigate the desirability of a change in the State sales tax distribution procedure. Since the trend is toward large shopping centers, it is not possible for every city in the County to have one; therefore, the distribution would be much more equitable if it were based on population rather than point of sales.

2. The concepts of the Land Use Element, when carried out, will provide a concentration of commercial uses in areas of sufficient size to accommodate larger, quality developments and will provide incentives for tax base expanding businesses. The concentration of residential areas between the commercial areas will provide spending power to support the commercial uses, while providing convenience of location and accessibility to commercial areas and major transportation routes. If more people work as well as live in the City, more community pride will result, as well as more positive efforts to maintain and upgrade the living environment.

OBSTACLES AND CONSTRAINTS

Plans, proposals, and goals which sound logical on paper may be impossible to achieve because of forces beyond the control of the originator. Other problems could be overcome if they are considered prior to implementation and allowances made for them. The plans and goals for housing in this country have fallen far short of accomplishment. An additional 26 million housing units were needed between 1968-1978 just to catch up with demand. That amounts to 2.6 million per year and this rate of growth has not been achieved. Housing in Garden Grove is affected by many of the same constraints that affect housing nationally, and it is doubtful that all local constraints can be overcome. Some of the constraints and obstacles as viewed from Garden Grove are listed below with solutions for each if there are any conceivable.

1. Cost of Housing

   This may be the biggest single factor in the failure to meet the housing goals. Too many people have been priced out of the market, which is why the assistance programs were developed. Unfortunately, the assistance programs were not as effective as they could have been, which could also be attributed to the rapid increase in housing costs. Factors contributing to housing costs are as follows:

   a. Inflation

   b. Labor costs

   c. Lack of changes in building technology as compared to other industries

   d. Interest rates

   e. Environmental considerations resulting in more required amenities

   f. Materials shortages

   g. Land prices

   h. Governmental improvement costs and fees

   From this list it is difficult to be able to arrive at solutions because they are problems out of control of local government. Existing building costs are flexible in that new materials and methods can be introduced as long as proper tests have been performed or conditions can be required which will result in equivalent performance. However, it must be left to other mechanisms to develop and introduce innovations in materials and technology. Some attempts have been made which appeared to be good solutions but which did not work out to expectations. For instance, an attempt at innovation was made with modular housing, but by the time the unit was in place, the costs were not significantly lower than a standard construction. Many of the modular factories have closed because problems with labor, building codes, and production techniques were apparently insurmountable. It is not recommended that Garden Grove development standards be waived or relaxed because they do not in themselves make a significant difference in total housing costs, but elimination or easing of them could result in earlier deterioration than in other projects of the same age which were developed according to the required development standards.

2. Land Availability

   In order to stop the spread of urbanization, land must be available near the center of town. In the case of Garden Grove, the City boundaries will not be expanding significantly because surrounding areas are incorporated and

mostly developed. Therefore, available vacant land will be only that which is existing in small pockets throughout the City. The fact that Garden Grove is landlocked may be a blessing because recycling of deteriorating properties may be made more attractive since no other alternative will exist. If the Land Use Element is successful in placing residential areas where they will support commercial and industrial areas, a large amount of recycling may take place by the year 2000, which will be justified by location convenient to shopping and employment. At this time there is no prediction of what the cost of such recycled housing would be, but it would seem that this would be a logical application of a program, in order to rejuvenate the older portions of cities and keep residents from moving elsewhere.

3. Taxing Policies

As discussed in another section, the current method of taxation will tend to continue to discourage a significant improvement of deteriorating housing.

An incentive taxation program which rewards for improvements and penalizes for deterioration is needed. In this way money previosuly kept out of housing may be put into home improvements, which will in turn maintain or improve property values.

4. Lack of Meaningful Assistance Programs

The City has no funds or revenue source with which to subsidize housing. If this cannot be handled on a nationwide basis, either in the form of rent subsidy, interest subsidy, or direct payment, then economics alone will dictate housing costs. Without incentives to build for lower income families, housing will continue to be aimed at other income levels, but the City can be prepared to support future legislation that may be proposed on the national level.

5. Public Awareness

The citizens can only be expected to lend their support if they are well informed of the City's goals and objectives and if they have been made a part of the decision making process. Enlisting the aid of various groups and homeowners' associations as well as publicizing in local publications can help eliminate this obstacle.

6. Neighborhood Acceptance of Varieties in Housing

This is a critical factor because existing neighborhoods often resist housing of less value and sometimes of equal value to their own being located nearby as well as types of housing different from their own. Even though the City staff and elected officials recognize and support the need for more varieties in housing, the political pressures of entire neighborhoods must be recognized in the process.

7. Absentee Ownership

Unless a method of enticing property owners living in other parts of the state or county to maintain Garden Grove property can be found, an entire neighborhood improvement could fail. Absentee owners not living in this general area are difficult to contact and confront with the local problems and programs. Thus, enlisting their support is often difficult.

8. Functional Obsolescence

Much of the housing in Garden Grove was built during a time when life styles were different. As an example, many homes have only one bathroom but may have two, three, or four bedrooms. Other examples would be size of rooms or of the whole house, placement on the lot, and the provision of only a single garage. Houses of this type may meet all building codes, and with the exception of the single garage, may meet all zoning requirements. However,

this type of neighborhood may deteriorate because it is just not modern by today's standards. This is another problem which must be taken on by the neighborhood improvement program.

RECOMMENDATIONS

The Growth Policy Element includes a recommendation for growth as follows:

> *Growth throughout the City should generally follow existing patterns and be low density in character, with higher densities reserved for specific areas where economics will require increased densities to warrant recycling of land uses.*

In order that the Growth Policy Element can be successful as it applies to housing and in order for the Housing Element to be effectively implemented, it is recommended that the following be accomplished and/or supported within the indicated time frame:

1. Implementation of the Growth Policy Element and the Land Use Element. (Continuous through 2000)

2. Adherence to comprehensive development standards to City. (Continuous)

3. Continue "Man in Washington" federal grant assistance to City. (Continuous)

4. Investigate the feasibility and desirability of participation in the Orange County Housing Authority or the establishment of a Garden Grove Housing Authority. (Begin 1974)

5. Support for County mass transit systems using the freeways and Pacific Electric Railroad as major transportation corridors. (Continuous in connection with Circulation Element)

6. Investigation of the feasibility of the initiation of an inspection program to help upgrade substandard housing. (Begin 1974)

7. Investigate the feasibility of a more active code enforcement program to help in the upgrading and preservation of neighborhoods. (Begin 1974)

8. Expansion of the City Information Center capabilities as related to housing. (Complete 1974)

9. Publicizing available housing services. (Begin 1974)

10. Investigation of the feasibility of provision of longer public counter hours and neighborhood information centers. (Begin 1974)

11. Aggressive tax base expansion programs to provide varieties of employment. (Continuous)

12. Initiation of the Neighborhood Conservation Program. (Pilot program 1974)

13. Vigorous pursuit of 701 planning grant to provide funds for developing a housing inventory and a master record/information system to aid the neighborhood improvement program. (Begin 1974)

14. Support for legislation to change current assessment practices which penalize for home improvement in the form of higher taxes. (1974)

15. Support for other meaningful and innovative housing programs, such as special exemptions for elderly homeowners.

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